

CITY COUNCIL
ATLANTA, GEORGIA

07-0-0512

Z-07-27

AN ORDINANCE
BY: ZONING COMMITTEE

AN ORDINANCE DESIGNATING THE GREAT ATLANTIC & PACIFIC TEA COMPANY BUILDING, LOCATED AT 881 MEMORIAL DRIVE, SE, LAND LOT 12, OF THE 14TH DISTRICT OF FULTON COUNTY, GEORGIA AND CERTAIN REAL PROPERTY ON WHICH IT IS LOCATED, TO THE OVERLAY ZONING DESIGNATION OF LANDMARK BUILDING OR SITE PURSUANT TO CHAPTER 20 OF THE ZONING ORDINANCE OF THE CITY OF ATLANTA AND REZONING FROM I-1 (LIGHT INDUSTRIAL) TO I-1/LBS (LIGHT INDUSTRIAL/LANDMARK BUILDING OR SITE); TO REPEAL CONFLICTING LAWS; AND FOR OTHER PURPOSES

BE IT ORDAINED BY THE COUNCIL OF THE CITY OF ATLANTA, as follows:

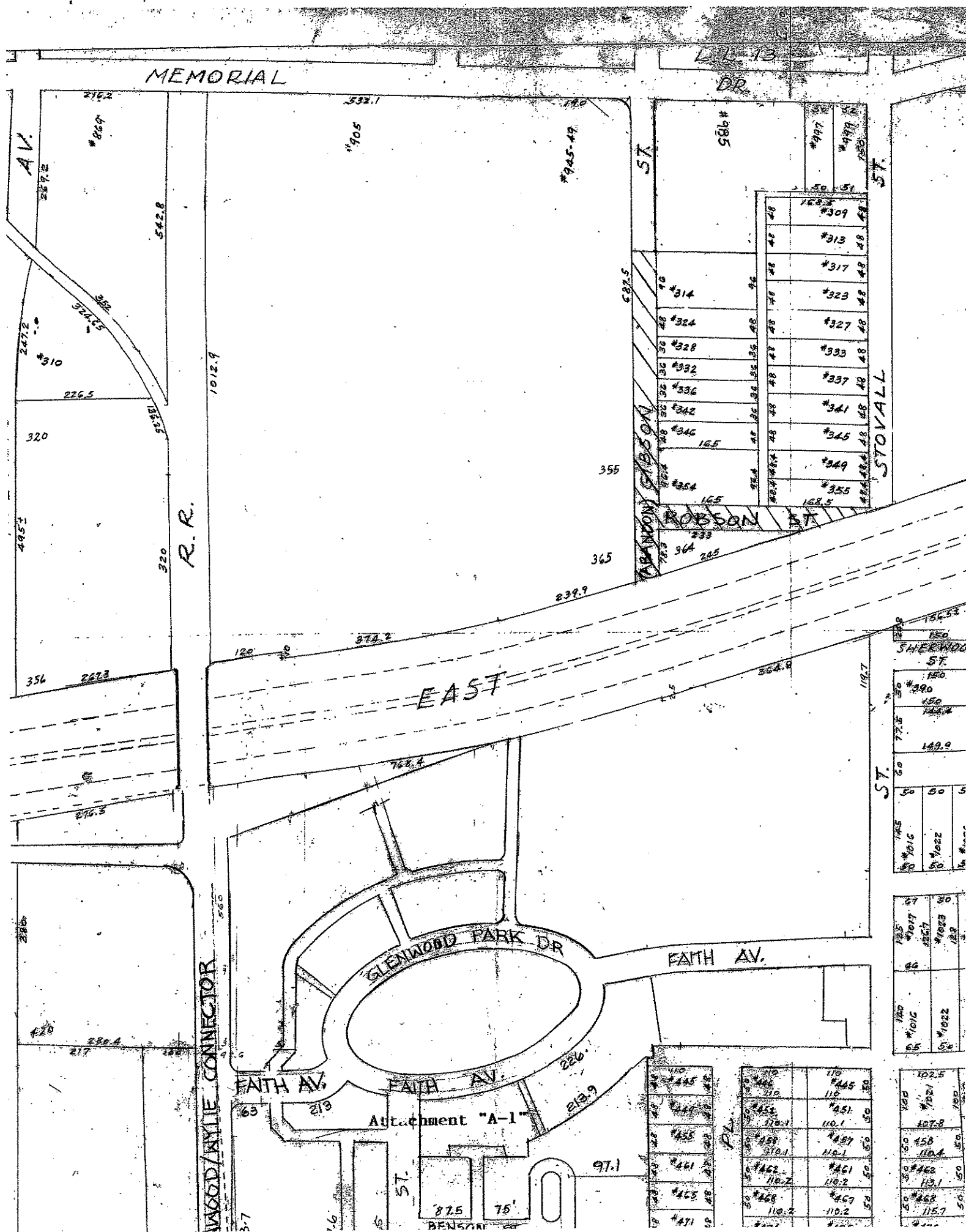
SECTION 1. That the property known as the Great Atlantic & Pacific Tea Company Building, located at 881 Memorial Drive, SE, Land Lot 12, of the 14th District of Fulton County, Georgia, and more fully described as Attachment "A-1" to this ordinance, which attachment is incorporated herein, met the criteria for Landmark Building or Site as set forth in the Nomination Resolution of the Urban Design Commission attached hereto as Attachment "B" and incorporated herein, and is hereby determined to be a Landmark Building or Site pursuant to Chapter 20 of the 1982 Zoning Ordinance of the City of Atlanta, as amended.

SECTION 2. That the 1982 Zoning Ordinance of the City of Atlanta, as amended, is hereby further amended by designating said property described in Attachment "A-1" to the overly zoning category "Landmark Building or Site" pursuant to Section 16-20.006 of the 1982 Zoning Ordinance of the City of Atlanta, as amended such

that all parts of the site described by the metes and bounds description in Attachment "A-2" and any structures located thereon are so designated.

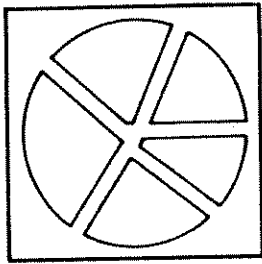
SECTION 3. That the 1982 Zoning Ordinance of the City of Atlanta, as amended, is hereby further amended so as to provide that the subject property bears, in addition to its I-1 zoning classification, the overlay zoning designation "Landmark Building or Site", which designation should be officially abbreviated as "LBS" and shall immediately follow the abbreviation for the existing zoning classification. Said property is subject to all zoning regulations contained in the 1982 Zoning Ordinance of the City of Atlanta applicable to both the previously existing I-1 and the general regulations governing Landmark Buildings or Sites contained in Chapter 20 of the 1982 Zoning Ordinance, as amended, as well as any other applicable laws and regulations.

SECTION 4. That all ordinances or parts of ordinances in conflict with this ordinance are repealed.



Lofts Operating LLC, SunTrust Bank and Chicago Title Insurance Company made by Street Smarts, Planning and Transportation Engineering, dated March 27, 2000, last revised December 11, 2000, and certified by David Lee Cyphers, Georgia Registered Land Surveyor Number 2464, to which reference is hereby made.

Located upon the above property is a commercial structure designated 81 1 Memorial Drive, according to the present system of numbering structures in the City of Atlanta, Fulton County, State of Georgia.



ATLANTA
URBAN DESIGN
COMMISSION

ATLANTA CITY HALL
55 TRINITY AVENUE, SW
SUITE 3400
ATLANTA, GEORGIA 30335-0331
(404) 330-6200

N-06-412

RESOLUTION

Whereas, the Executive Director of the Atlanta Urban Design Commission initiated the nomination process by mailing the appropriate Notice of Intent to Nominate to the property owners of the Great Atlantic & Pacific Tea Company Building pursuant to Subsection (b) of the City of Atlanta Code of Ordinances, Section 16-20.005;

Whereas, the Executive Director caused to be conducted extensive research regarding this proposed nomination and to be compiled a written report stating the findings and recommendations regarding the historic, architectural and cultural significance of said nomination pursuant to Subsection (d) of said code section, which report, Exhibit "A", is attached to this resolution and is hereby incorporated by this reference; and

Whereas, a public hearing was held by this Commission to consider said nomination after appropriate public notice was provided as required by Subsection (e) of said code section; and

Whereas, this Commission has reviewed and considered said designation report as well as all other testimony, documentation and other evidence presented to it, including the testimony of all interested members of the public and the property owner pursuant to Subsection (e) of said code section; and

Now therefore be it resolved by the Urban Design Commission of the City of Atlanta as follows:

Section 1. That the designation report caused to be prepared by the Executive Director of the Urban Design Commission is hereby adopted by this Commission and shall constitute the Findings of Fact upon which this nomination is based.

Section 2. That the Commission hereby determines that the Great Atlantic & Pacific Tea Company Building, a map of which delineating all boundaries is attached hereto as Exhibit "B", hereby incorporated by this reference, is architecturally, historically, and culturally significant.

Section 3. That the Commission further determines the Great Atlantic & Pacific Tea Company Building to be eligible for designation to the category of Landmark Building or Site (LBS), and as meeting, at a minimum, the eligibility criteria set forth in Section 16-20.004(b)(1), specifically including subsections a., b., and c. of this code section. The

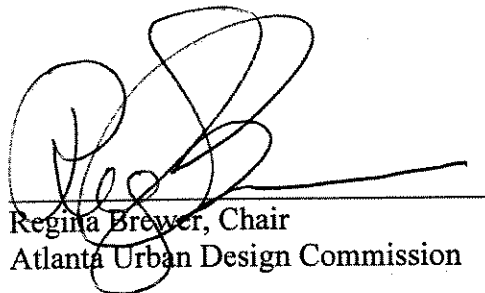
Atlantic & Pacific Tea Company Building is located at 881 Memorial Dr. SE, in Land Lot 12 of the 14th District of Fulton County, Atlanta, Georgia.

Section 4. That the Commission hereby further determines that said Great Atlantic & Pacific Tea Company Building meets the criteria set forth in Section 16-20.004(b)(2)a., specifically including those criteria in the following groups: Group I (1), (2); Group II (1), (2), (3), (5), (7), (8), (9), (10), (11); and Group III (3).

Section 5. That the Commission, having determined that the Great Atlantic & Pacific Tea Company Building meets or exceeds the criteria as set forth herein, hereby nominates the Great Atlantic & Pacific Tea Company Building to the category of Landmark Building of Site (LBS) pursuant to Section 16-20.005(e)(3).

Section 6. That the Commission hereby directs the Executive Director to transmit this resolution including all supporting documentation to the Chair of the Zoning Committee of the Atlanta City Council, to the Commissioner of the Department of Planning and Community Development, and to notify by first class mail the owner of the Great Atlantic & Pacific Tea Company Building.

Approved and nominated by the Atlanta Urban Design Commission on February 14, 2007.



Regina Brewer, Chair
Atlanta Urban Design Commission

The Great Atlantic & Pacific Tea Company Building

881 Memorial Drive, SE

Atlanta, GA 30316

District 14, Land Lot 12

Existing Zoning: I-1 (Light Industrial)

Southwest corner of Memorial and Bill Kennedy Way (State Route 154)

Constructed: 1930

Architect: A & P in-house engineering department

Builder: Flagler Company

National Register Listed October 27, 2004

Significance

Begun in 1859 in Lower Manhattan with one store, the Great Atlantic & Pacific Tea Company developed into a national chain grocery store within a decade. By the end of World War I, A & P introduced fresh produce, baked goods and meat into all of its stores. By the late 1920s, the company operated 15,000 stores in 27 states with annual sales exceeding one billion dollars. A & P leased its retail stores and the warehouses and factories that supported them so that unprofitable stores could be quickly closed. In 1931, the company moved its Atlanta offices and distribution warehouse from Sylvan Road in Oakland City to a new building it leased on Fair Street (now Memorial Drive). The building was designed by the A & P in-house engineering department and built by the Atlanta-builder Flagler Company, which built similar warehouse, bakery, and offices, including management headquarters for the 300 retail stores in Georgia and Alabama. By 1948, the Memorial Drive building also served stores in parts of Tennessee and South Carolina. Management headquarters remained at Memorial Drive until 1963, and the warehouse and bakery continued to operate until c. 1976.

The A & P Building is significant in the area of commerce because of its association with the Atlantic and Pacific Tea Company (A & P), one of the first nationwide grocery store chains, and for its role as regional headquarters during a period of company expansion. Atlantic and Pacific Tea Company (A & P) building reflects Atlanta's importance and participation in a national trend of new concepts for grocery shopping as one of the first nationwide grocery store chains. After the end of the Reconstruction period, Atlanta and the rest of the South began to enter the mainstream of American growth and development. As a regional headquarters for a national company, the A & P Building shows the progress and development of Atlanta as a major city.

The A & P building is significant in the area of architecture as an excellent example of a multi-purpose concrete frame industrial building that was used by its company as a warehouse, bakery and local offices. Concrete framed warehouses with brick curtain walls and metal factory windows were commonly built throughout the United States in the 1920s and 1930s because they could be constructed quickly, they were fireproof, and their open interior plans could serve as a variety of uses.

Date of Construction and Any Later Alterations

Construction of the Great Atlantic & Pacific Tea Company Building began in 1930. Several interior alterations occurred during the 1960s as many of the original rooms and spaces were converted to offices using cinder block partitions. Between 1997 and 2006, the building was rehabilitated into 57 residential units, but did not require exterior alterations.

Architectural Description

The Great Atlantic & Pacific Tea Company building is located in the City of Atlanta at 881 Memorial Drive, at the very southwest corner of the Reynoldstown community. The building sits on the northeast corner of the property. A paved sidewalk runs along Memorial Drive. Paved parking exists on the south and west sides of the building. Landscaping did not exist; brambles and small trees covered unpaved areas. Similar warehouse buildings surround this property on the east and south sides. The Atlanta and West Point Railroad freight depot is located across the street.

According to the building permit and the 1932 Sanborn Fire Insurance Map, the building was constructed in 1930. Built by the Flagler Company for A & P, the building was designed by A & P's in-house engineering department and is identical in style to other A & P warehouses in Charlotte, New Orleans, Birmingham and Jacksonville. The A & P building is a very fine example of a pure modernistic building, typical for its time. The building is a rectangular block, three stories high, plus a basement. The construction method is a reinforced concrete frame with mushroom columns on the interior and square columns with brick and glass infill on the exterior walls. The structural grid is visible on the exterior and clearly defines the building.

The fenestration is symmetrical and dominates the facades. The fenestration is divided into large vertical bays by narrow concrete frame walls. The window openings are defined by horizontal brick panels. The brick panels and concrete walls create a recurring grid-like pattern. Two distinctly different types of windows existed. The majority of the openings contain expansive steel-framed multi-light windows with a center pivot opening typical of industrial or warehouse structures. This type window could be found on all floors. The other type of window is a large one-over-one metal sash window only found on the north half of the second floor originally designed for offices and in the weigh station. The roof is flat with short parapet walls and features three different small roof top structures one of which houses original Otis Elevator machinery. The elimination of all unnecessary adornment gives this warehouse a very clean, streamlined appearance.

Since the building was mainly used for the storage of groceries and for a baking department, the freight entrances dominate the lower levels of the building. Four large delivery doors were located on the east facade. Originally the railroad tracks ran along this side adjacent to the building. A full length enclosed loading dock for truck service was located on the west side of the building. According to a picture from c.1940, the dock is originally open, but was enclosed at a later time. A small weigh station and scales were also located on the west face. Due to a change in elevation of the landscape, the south side of the basement is exposed. A second dock is located along the rear, or south side of the building, servicing the basement. Two large wooden delivery doors were located on this dock.

Along Memorial Drive an asymmetrically placed pedestrian entrance leads into the northwest corner staircase, which led directly to an office area on the second floor. The interior of the building could be reached through the Memorial Drive entry; through a small door located between the weigh station and the enclosed loading dock on the west side; and through freight entrances on the east, south and west sides. Vertical connections were provided by a double freight elevator located in the center of the building and by two concrete staircases, one in the northeast corner and one in the southwest corner.

Every floor is supported by a grid of concrete "mushroom columns" so-called because of their mushroom shaped profile. The circumference of the mushroom columns decreases with every additional floor as is common for this type of construction to support the loads above. The combination of columns and exterior load-bearing walls permitted A & P to have an open floor area for the multiple purposes of food warehouse, bakery, and offices. Very little partitions existed. Interior partitions varied from brick to cinder block. According to building permits from the 1960s, several cinder block partitions were added at that time. The first floor housed a suite of interconnecting non-historic offices on the north half of the building. The weigh station office, still with a set of scales, could be reached from these offices. The south half of the first floor was undivided. The second and third floors were left mostly open, with the exception of a separate office area on the north side and an enclosed tiled area on the west side of the third floor. The tiled room probably provided a fireproof environment for the ovens used by the bakery. The basement was divided into several smaller rooms with a large central open area. Two mammoth walk-in refrigerators were located in the southwest corner. They were added c.1960 and were used as offices in the 1990s. A boiler room, housing two large boilers, was located in the northeast corner. The basement has half-story windows along the east and north sides. All floors were concrete; those on the second and third floors had been covered with a red clay tile with the inscription Drehmann. Non-historic wall-to-wall carpeting covered the floors in the first floor offices. All ceilings were painted concrete. Heat was provided through radiators.

Between 1997 and 2006 the A & P Building was rehabilitated, first as residential loft apartments and more recently as condominiums. The rehabilitation included the partitioning of interior spaces but preserved all significant exterior and many significant interior features such as concrete stairs, steel fire doors, original windows, exposed ceramic walls, concrete floors and ceilings.

Narrative History

The beginnings of what would become The Great Atlantic & Pacific Tea Company had an inauspicious start in 1859 in New York City. George F. Gilman and George H. Hartford, both of Augusta, Maine met to propose a business venture. Hartford, who had been selling dry goods in Boston, was considering taking over his brother John's business, which consisted of a wagon and a route for selling tea in midtown Manhattan.ⁱ Gilman and Hartford founded their tea company in a vacant store at the corner of Vesey and Church in Manhattan, the site of the former World Trade Center. The shop was painted red and gold, with a pagoda-like cashier's desk. A band played on Saturday evenings to attract customers. In 1861 Gilman proposed the name "The Great American Tea Company." At the time, numerous middlemen put high prices on tea, which was considered a necessary luxury in the mid-nineteenth century, and Hartford sensed an opportunity to eliminate some of those costs

through direct buying. With Gilman as the principal investor and Hartford as the businessman, the enterprise quickly succeeded.

Although both from Augusta, the two men had different backgrounds. Gilman, born to an affluent family, was primarily interested in promoting his investments, while Hartford, born to more modest means, had the drive to push and prosper in business. Hartford later would serve as mayor of Orange, New Jersey where he and his family made their home. He gave generously and without motive of both his time and money. Two of Hartford's sons, George and John, eventually succeeded their father in the business.

Hartford's customer policy was to sell quality goods at the lowest possible price by eliminating the middleman; he also had a cash and carry policy. Hartford was very consumer oriented. He treated people fairly and earned their confidence, which rapidly translated into growth and profitability for the company. Early practices of the company included a money-back guarantee at a time when shoddy business practices were common. The company also instituted a "Club Plan" for buying teas by mail in bulk at low prices. To encourage customer loyalty, the company introduced the idea of issuing trading stamps to be exchanged for gift items.

As the company grew in New York City, it had expanded into five branches by 1865. In 1869 upon completion of the transatlantic rail line, Gilman renamed the company "The Great Atlantic & Pacific Tea Company." In 1871 the company opened its first branch west of the New York metro area, and throughout the 1870s they opened many other retail stores, primarily in those states relatively undisturbed by the Civil War. With their success, came attacks from competitors. While some grocers increased their efficiency and lowered their profit margins to compete, others chose to try and destroy A & P through political attacks. In 1869 articles began to appear which attacked the company's unsavory practices. It was at this time also that independent grocers began a war against chain store monopolies like A & P which would last well into the twentieth century.

In the 1870s A & P expanded across the rural parts of the country with wagon routes. The wagon routes were a subsidiary division of the company that retained the earlier name, The Great American Tea Company. By the turn of the century 1500 wagons traveled throughout the country. When automobiles came of age, the routes were motorized and remained in place until the 1960s.

John Hartford and George Ludlum Hartford

With over 100 retail stores opened by 1878, Gilman decided to retire from active participation and leave the operation to Hartford. Although Gilman had retired, he continued to exercise financial control of the company; it was only after his death in 1901 and subsequent court proceedings, that Hartford gained full control of the business. During the 1880s, the company grew rapidly and expanded its product line to include sugar, spices, butter and canned milk. However, it was the involvement of Hartford's two sons, George and John, in the company in the 1880s, which would prove to have the greatest impact, as their leadership would continue for the next 70 years. By 1906, the two sons managed most of the day-to-day operations. George Ludlum Hartford became the financial genius behind the company, while his brother John was the more ambitious entrepreneur and leader who

ensured that A & P became known as the origin of mass retailing in America. By 1912, with 400 stores, A & P became a chain of food stores instead of specialty shops. With the death of George H. Hartford in 1917, the company officially passed into the hands of his sons.

Around 1912, a reorganization of the company's practices resulted in a more efficient operation, and the company would have enormous growth during the next 15 years, becoming the giant of retail. Annual volume exceeded a billion dollars in more than 15,000 stores. One-year leases of the stores rather than ownership became the company's standard practice (which was also followed in Atlanta), and allowed for quick closure of unprofitable stores. Due to sound management with high employee pay, stock options for employees, and in-house promotions, success within the company was highly valued and those who strove for greater cost-cutting measures were honored. One idea from an employee resulted in an efficient waste burning system to supply heat for hot water boilers in the warehouses. The new advertisement logo became "A & P - Where Economy Rules."

After World War I, the company expanded their product lines to include more than 600 items and their own baked goods. In 1924 A & P introduced fresh produce in all of its stores, and fresh meats were sold throughout the chain soon after. Purchase of local produce and other products helped keep prices low. The company had a huge system of warehouses, as well as factories and production plants. By 1925, with over 14,000 stores in 29 states controlled by a single operating unit in New York City, the company's success proved almost unmanageable, and a decision was made to decentralize into six divisions. General headquarters remained in New York; the other divisions were located in Boston, Philadelphia, Detroit, Pittsburgh, and Chicago.

Because of A & P's policy of renting rather than owning their stores and warehouse buildings, liquidity saved the company from any long-term effects of the Depression in 1929. In fact, because of A & P's low pricing, the company was profitable during the Depression years. In 1930 it was the world's largest retail operation. As other stores strived to remain in business, A & P tried different marketing concepts. One that worked and rapidly became the norm was the "supermarket," a concept born in 1932 in California. A & P quickly adopted the successful concept with 100 new or converted "supermarkets" in 1936 to prevent downfall as a result of other supermarkets, advertising such amenities as free parking, in A & P's territory. Shortly after, almost the entire chain of stores was converted to supermarkets. A & P's ability to meet changes swiftly and en masse and its strict adherence to the policy of providing good food at low prices rendered the company one of America's foremost success stories.

In 1881, during a time of rapid expansion for the company, A & P located its first store in Atlanta on Whitehall Street in the heart of the city's shopping district. According to the *Atlanta City Directories*, the first A & P Company building was located at 75 Whitehall Street from 1881-c.1917. At that time the company moved to 121 Whitehall Street where it remained until 1923. With the continued success of the company, operations were then moved to Sylvan Road in Oakland City in 1924, where the company remained until 1931. The Sylvan Road location was the site of the southeast distribution warehouse supplying 300 retail stores in Atlanta, Birmingham, Montgomery, Mobile, Augusta, Macon and

Jacksonville. There were 100 employees in the accounting and distribution warehouse in Atlanta and over 300 in the chain stores in Atlanta.

The site chosen for the Fair Street building was situated on the Atlanta and West Point Railroad Belt Line. The Atlanta and West Point Railroad was chartered in 1847 and completed in the mid-1850s. In 1914, in an effort to relieve congestion within the city and to create a more uninterrupted rail, the Atlanta and West Point built a five and one-half mile belt line from Oakland to Inman Park. A freight depot was built to serve the anticipated needs of the area at Fair Street. Many warehouses and food service businesses were drawn to the location, including The Great Atlantic & Pacific Tea Company, the American Service Company grocers, the Handy Pandy Stores and the Warren Company, which manufactured commercial refrigeration units.

Thomas T. Flagler

The new building on Fair Street (now Memorial Drive), which combined warehousing, baking and office functions into one large space, was completed on June 14, 1930 in compliance with A & P's plans. The structure was of first class workmanship, according to a letter from Mr. Van Inwegen of the engineering department of A & P to Investment Securities Corporation, the owner of the building. The workmanship was owed to the Flagler Company. Thomas T. Flagler founded his company in 1911 and is considered to have built much of Atlanta. Mr. Flagler helped organize a national association for builders, the Associated General Contractors of America, and served as its president. Based in Atlanta, the company is run today by a third generation Flagler. With the completion of the building at 881 Fair Street in 1930, the company moved its southeast operation there.

The basement of the Memorial Drive building housed the produce storage area, where the combination of the below ground location and large refrigeration rooms made for economical cold storage. The first floor handled the shipping and receiving and storage of non-perishable groceries. Items shipped in by rail could be sent out via small trucks from the loading dock on the west side of the building. There was also a cafeteria on the first floor located toward the Memorial Drive side of the building. Offices were on the second floor, where a reception room was located at the top of the stairs leading from Memorial Drive. There were no individual offices for the sales, purchasing, accounting and personnel employees working there. The only private office was the vice-president's office to be found on the east side of the building. The building was not air-conditioned, but had exhaust fans on the west side which provided ventilation. However, with the windows open, the smoke and noise from the freight trains just outside to the east created quite a commotion when the trains arrived.

The bakery and bakery offices were on the third floor. The smell of freshly baked bread permeated the building as individual loaves of specialty breads such as fruitcakes, rye and wheat bread were baked. Local A & P stores could order as large or small an order as they needed, even a single loaf. Although called supermarkets, many of the local stores were small by today's standards. The finished loaves were stacked on the tile floors before being put into boxes for shipment. The company, by 1934, could produce 150,000 loaves of bread per hour in its 32 bakeries nationwide.

By 1948 the company had 24 stores in Atlanta and 77 stores in north and central Georgia, southeast Tennessee and western South Carolina served by its Memorial Drive location. The Atlanta division of the A & P Company employed 100 people and was the headquarters for all the stores in Georgia and two in Alabama. Sometime around 1952 the warehouse outgrew the site and additional space was rented on Chattahoochee Avenue. Additional storage for frozen foods was also rented elsewhere at a later date. A & P remained in operation at 881 Memorial Drive until 1963 according to the *Atlanta City Directories*. The bakery remained until c.1976. The company's present headquarters at 1200 White Street was the first building in the area owned by the company.

Criteria

Group I: Historic Significance

1. A building or site closely associated with the life or work of a person of exceptionally high significance to the city, the state or the nation.
2. A building or site associated with an extremely important historical event, or trend of national, state or local significance.

Group II: Architectural Significance

1. A building or site that clearly dominates or is strongly identified with a street scene or the urban landscape.
2. A building or site which is the work of an exceptionally important master architect or builder.
3. A building or site which is an exceptionally fine example of a style or period of construction that is typical of the City of Atlanta.
5. A building or site which is an example of an exceptionally fine unique style or building type.
7. A building or site whose design exhibits exceptionally high quality craftsmanship.
8. A building or site associated with an exceptionally significant technology or method of construction, including the use of materials in a significant way.
9. A building or site which has an exceptionally high degree of integrity.
10. A building or site which has virtually all character defining elements intact.
11. A building or site whose original site orientation is maintained.

Group III: Cultural Significance

3. A building or site which clearly conveys a sense of time and place and about which one has an exceptionally good ability to interpret the historic character of the resource.

Findings

The proposed nomination of the Great Atlantic & Pacific Tea Company Building meets the above-referenced criteria as well as the minimum criteria for a Landmark Building or Site as set out in Section 16-20.004 of the Code of Ordinances of the City of Atlanta.

Owner of Property

A & P Lofts, LLC
c/o W. Bruce Gallman, Manager
236 Forsyth Street, SW, Suite 104
Atlanta, GA 30303

Nomination Report Prepared By:

Ray & Associates
Ms. Bamby Ray
328 7th Street
Atlanta, GA 30308

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¹ Walsh, William. *The Rise and Decline of the Great Atlantic & Pacific Tea Company*, p. 16.

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EAST

GLENWOOD PARK DR

FATH AV.

ENWA65D/BYTE CONNECTOR

FAITH AV.

FAITH AV.

Exhibit "B"

BENSON S

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